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FINANCING OF THE UNITED NATIONS OPERATION IN MOZAMBIQUE

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the financing of the United Nations Operation in Mozambique (ONUMOZ) (A/48/849/Add.1). During its consideration of the item, representatives of the Secretary-General provided additional information to the Advisory Committee.

2. Part I (paras. 1-36) of the Secretary-General's report summarizes developments since the establishment of ONUMOZ by the Security Council in its resolution 797 (1992) of 16 December 1992. The Committee points out that an update on the operational plan for ONUMOZ has not been provided.

3. The Secretary-General's report also provides information, inter alia, on assessed contributions (para. 37), revised cost estimate for the period from 1 May to 15 November 1994 (para. 38 and annexes I and II), cost estimate for the period from 16 November 1994 to 31 January 1995 (para. 39 and annexes III and IV) and observations and comments on previous recommendations by the Advisory Committee (paras. 40-59). The Advisory Committee regrets the absence of a performance report for the previous mandate period which ended 30 April 1994. The Committee was informed that the "ONUMOZ performance report covering the period from 1 November 1993 to 30 April 1994 has not yet been issued pending the availability of more accurate information. A detailed review of the unliquidated obligation is under way". It is the view of the Committee that lack of a performance report makes it difficult to consider the cost estimate for the period 1 May to 15 November 1994. The Committee also regrets the lack of information on the status of reimbursement to troop contributors both for the troops and for the contingent-owned equipment. Upon inquiry, the Committee was informed that the latest month for which reimbursement was made was January 1994. The Committee requests that this information be provided in all reports on the financing of peace-keeping. Indeed, the Committee believes that the time has come for a model to be prepared for reports on the financing

of peace-keeping. The Committee intends to consider this in the context of the Secretary-General's report on effective planning, operation and administration of peace-keeping.

4. Regarding the status of assessed contributions, the latest information available shows that as at 13 June 1994, total outstanding assessed contributions amounted to approximately $160.8 million. In this connection the Committee understands that the ONUMOZ account has been in deficit on several occasions. The Advisory Committee trusts that every effort will be made to impress upon Member States the precarious financial situation of ONUMOZ and to obtain the outstanding amounts from Member States as quickly as possible.

5. With regard to observations and comments on its previous recommendations, the Advisory Committee welcomes the Secretary-General's response. However, the Committee notes that the response does not cover every recommendation made by the Committee, e.g. its recommendation on procurement. The Committee trusts that, in future, precise information will be given on the implementation of or compliance with all the recommendations of the Advisory Committee which have been endorsed by the General Assembly.

6. In paragraph 60 of his report, the Secretary-General outlines the actions to be taken by the General Assembly at its forty-eighth session in connection with the financing of ONUMOZ.

7. The last report of the Advisory Committee on the financing of ONUMOZ (A/48/889) was submitted to the General Assembly in March 1994. At that time the Committee recommended that, "subject to action of the Security Council, the General Assembly authorize the Secretary-General, with prior concurrence of the Advisory Committee, to enter into commitments for a period of up to three months beginning 1 May 1994 at a monthly rate not to exceed $26.9 million gross" (ibid., para. 24). In paragraph 2 of that report, the Advisory Committee indicated that "since, at the time of the preparation of the report of the Advisory Committee, the Secretary-General had not yet submitted a report on the financial implications of the decision taken by the Security Council in its resolution 898 (1994) [which authorized the establishment of a United Nations police component of up to 1,144 personnel], the Advisory Committee will submit an addendum to the present report as soon as the Secretary-General submits to the Committee such a report."

8. The General Assembly, in its resolution 48/240 of 24 March 1994, accepted the recommendation of the Advisory Committee, and authorized the Secretary-General, inter alia, to enter into commitments for ONUMOZ at a rate not to exceed $26.9 million gross per month for a period of up to three months beginning 1 May 1994, subject to the Security Council extending the mandate of the operation beyond 30 April 1994, and assessed an amount of $53,800,000 gross on Member States. The General Assembly also requested the Secretary-General to submit by 1 June 1994 full cost estimates for the period the Security Council might have decided to continue the mandate of ONUMOZ beyond 30 April 1994.

9. By its resolution 916 (1994) of 5 May 1994, the Security Council, inter alia, decided to extend the mandate of ONUMOZ for a final period until

15 November 1994 at the strength described in paragraphs 22, 24 and 25 of the Secretary-General's report of 28 April 1994 (S/1994/511) subject to the proviso that the Council would review the status of the mandate of ONUMOZ by 15 July 1994 based on a report by the Secretary-General as described in paragraph 55 of his report, and also by 5 September 1994 based on a further report of the Secretary-General. The current mandate period therefore, is 6.5 months.

10. The Advisory Committee notes that the Secretary-General is now requesting an amount of $178 million for the operation of ONUMOZ for the period from 1 May to 15 November 1994. This estimate is based on a full military strength of 4,250 as compared with an authorized level of 6,226 for the previous period. However, the estimates now submitted by the Secretary-General incorporate the implementation of Security Council resolution 898 (1994) by the Secretary-General.

11. In this connection, the Advisory Committee recalls that in a further addendum to his report (S/1994/89/Add.2) to the Security Council on ONUMOZ of 28 January 1994, the Secretary-General had indicated that the cost of the 1,444 civilian police would be approximately $38 million for six months. The Security Council, in paragraph 3 of its resolution 898 (1994) of 23 February 1994, had requested the Secretary-General, "as the police contingent is being deployed, to begin immediately preparing specific proposals for the drawdown of an appropriate number of military personnel with the objective of ensuring that there is no increase in the cost of ONUMOZ without prejudice to the effective discharge of its mandate". In the estimates now before the General Assembly, the Secretary-General has interpreted this request to mean that the intention of the Security Council was to ensure a decrease of military personnel without prejudice to the operation.

12. The Advisory Committee notes from paragraph 24 of the Secretary-General's report (A/48/849/Add.1) that the implementation of the specific requests made by the Security Council in paragraphs 3 and 4 of its resolution 898 (1994) would be achieved by a reduction of troops, including a number of support elements. As indicated in paragraph 25, "the drastic reduction of the support units would be partially compensated by the troops' integral logistics system and some additional civilian support". The breakdown of those increases is indicated in annex VIII to the Secretary-General's report.

13. The increase of $13 million as compared with the initial estimate of $165.3 million (a total which had not been approved by the General Assembly; see paras. 7-8 above) is a net result of increases and decreases in costs as shown in annex I to the Secretary-General's report. Included among the increases is the cost for international and local staff ($2.2 million), premises and accommodation ($1.0 million), communications ($1.3 million), other equipment ($1.1 million) and supplies and services ($1.0 million). The Secretary-General indicates in paragraph 44 of his report that the "proposed additional temporary staff are required to provide support services to the civilian police component of ONUMOZ".

14. In spite of the explanation given by the Secretary-General, it is the view of the Advisory Committee that the reduction of the force from 6,226 to 4,250 should have left some support capacity which could have been utilized. The Committee is not convinced that ONUMOZ needs all the temporary staff requested as indicated in annex VIII to the Secretary-General's report.

15. The Advisory Committee notes from paragraph 45 of the Secretary-General's report and from section II, paragraph 2 (f), of annex II to the report that the Secretary-General proposes to utilize 300 observers from other United Nations agencies, non-governmental organizations and members of the diplomatic community; this will result in savings in travel and mission subsistence allowance and a reduction in local staff from 1,200 to 900 and is in line with the Committee's recommendation in paragraph 22 of its report (A/48/889) that the Secretary-General review the number of international electoral observers and local staff with a view to containing the cost of the operation. The Advisory Committee welcomes this proposal and requests the Secretary-General to continue to pursue this initiative to the extent possible, taking full advantage of the knowledge gained from the United Nations Observer Mission in South Africa (UNOMSA).

16. With regard to communications, the Advisory Committee recalls paragraph 18 of its report (A/48/889) which referred to explanation that, "following the projected acquisition of the VSAT Earth stations at a total of $2 million, there will be a reduction in requirements for commercial communications (INMARSAT user charges)". The Advisory Committee was informed that, owing to legal and contractual problems, the VSAT station would not be acquired. The Advisory Committee notes that the proposals contained in section II, paragraph 8 (a) (iv), of annex II to the Secretary-General's report are for an increase of $1.4 million over and above the original estimate. The Committee does not see any reason why the increased costs should not be absorbed without detriment to the effectiveness of the mission.

17. The Advisory Committee notes in section II, paragraph 3 (b) of annex II to the Secretary-General's report that an amount of $195,000 is proposed for ongoing alteration and renovation of premises. In this connection the Committee requests that, since the mission is winding down, the alterations and renovations should be kept to a minimum.

18. In section II, paragraph 9 (c), of annex II to the Secretary-General's report, provision is made for the purchase of data-processing equipment, which is required for the civilian police. The Advisory Committee trusts that the purchase of this and other office furniture and equipment will be effected with due regard to economy.

19. With regard to general purchases of goods and services, the Advisory Committee reiterates its recommendation that, whenever cost-effective and technically feasible, every effort should be made by the Secretariat, in accordance with established procurement procedures, to acquire services, resources and materials from local area sources (A/48/889, para. 11).

20. In view of its recommendations and observations in the paragraphs above, the Advisory Committee recommends appropriation and assessment of an additional amount of $111.5 million gross to meet the continued operation of the mission from 1 May to 15 November 1994, taking into account the amount of $53.8 million already appropriated and assessed. The General Assembly could examine such additional requests as may arise in the context of its consideration of the winding up of the mission.

21. Regarding the costs related to the liquidation of ONUMOZ, which is scheduled to start on 16 November 1994, the Advisory Committee requests the Secretary-General to submit to the General Assembly, one month before the expiration of the current mandate period, revised cost estimates on the basis of the most up-to-date detailed performance report possible on the mission for the period from 1 November 1993.